

## **AGENDA**

### **SPECIAL COMMITTEE ON SOLID WASTE ACTIVITIES**

**April 25, 2006**  
**Aldermen Roy, O'Neil,**  
**Lopez, Osborne, Forest**

**5:30 PM**  
**Aldermanic Chambers**  
**City Hall (3<sup>rd</sup> Floor)**

1. Chairman Roy calls the meeting to order.
2. The Clerk calls the roll.
3. Discussion relative to absentee landlords and the possibility of charging market rates for services for refuse pick-up.
4. Communication from Joanne McLaughlin, Recycling Superintendent, submitting additional information and recommendations relative to the "Manchester Solid Waste Report" dated September 24, 2004.  
**Gentlemen, what is your pleasure?**
5. If there is no further business, a motion is in order to adjourn.

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Alderman Roy stated two very quick pieces of new business. Randy Sherman, what is our contingency balance as of today.

Mr. Sherman replied we still have \$548,000 in contingency.

Alderman Roy stated Frank Thomas has left for the evening, okay. The last thing I wanted to notify my fellow Aldermen and the Mayor's Office is aware of this...as of March 1 and the public please watching...as of March 1 the new recycling routes will take effect. Your recycling will be picked up on the same day as your garbage, so use the bins that are currently being used for recycling and put out your recycling the same day as you normally put out your garbage. It will be picked up by trucks with Pinard Waste lettering and delivered to our recycling transfer station and the commodities will be sold and those numbers will be applied to the Highway Department budget to hopefully decrease taxes.

Alderman Duval stated throughout a good portion of Ward 4 and I'm sure other Aldermen have been faced with this issue as well perhaps...absentee landlords and what I think is an abuse of services provided by the Highway Department. When you have tenants that vacate buildings that are owned by absentee landlords leave a whole ton of trash on a city curbing that could sit there for weeks. I've had discussions with Frank Thomas and the Highway Department and I just would like some system in place and perhaps the committee that this should be addressed to is Alderman Roy's but there's go to be some way for us to charge a market rate, not a city rate but a market rate for services for refuse pick up whereby we have to send a special truck out to pick up this stuff from the curbing because of irresponsible absentee landlords who, I think, are not paying their fair share for those services provided by our city. So, if we could refer that to Alderman Roy's committee for discussion that would be fine.

Alderman Roy stated I thank the Alderman for brining that up...it is a problem. We are having a Solid Waste Committee meeting on the 13<sup>th</sup>, I believe at four or four-thirty and all Aldermen are welcomed to attend. We'll also be discussing the long and short-term plan that a special committee put together regarding solid waste and that was one of the very significant concerns and we are working on that issue and it will take an ordinance change a vote by this Board.

There being no further business to come before the Board, on motion of Alderman Smith, duly seconded by Alderman Garrity, it was voted to adjourn.

A True Record. Attest.

City Clerk



**City of Manchester  
Department of Highways**

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Manchester, New Hampshire 03103-5596  
(603) 624-6444 Fax # (603) 624-6487

**Commission**

Edward J. Beleski  
- Chairman  
Joan Flurey  
William F. Houghton Jr.  
Robert R. Rivard  
William A. Varkas

Frank C. Thomas, P.E.  
Public Works Director

Kevin A. Sheppard, P.E.  
Deputy Public Works Director

April 17, 2006

Alderman Mark E. Roy, Chairman  
Special Committee on Solid Waste Activities  
One City Hall Plaza  
Manchester, New Hampshire 03101

Dear Alderman Roy,

At your request (Committee Meeting, 2/13/06), the Highway Department has developed additional information for the Committee's use in its discussion of the recommendations developed by the Focus Group assembled Frank Thomas, entitled, "Manchester Solid Waste Report (September 24, 2004. See attached). In addition, there are other matters relative to this discussion of solid waste that we recommend be addressed by the Committee.

During the summer of 2004, the Focus Group, developed a list of recommendations for updates and changes to the solid waste and recycling programs. The following is a list of those recommendations.

## **1. SOLID WASTE CUSTOMERS**

The Focus Group recommended that the following groups be considered as customers to be serviced by the City's solid waste program:

- Single-family residential
- City Offices/Buildings
- Commercial properties, small (limited to 2 totes, provided they recycle)
- Non-profits, small (limited to 2 totes, provided they recycle)

#### Seeking Committee recommendation/decision

- Multifamily residential, small (6 units or less)
  - Condominium Associations, small (6 units or less)
- (Note: The City Tax Assessor's office lists one and two-family dwellings as residential, and three or more units as commercial.)

The Focus Group recommended that the following groups not be considered customers of the City Solid Waste Programs.

- Multifamily residential, large (greater than 6 units)
- Commercial properties, large (requiring more than 2 totes)
- Condominium Associations that are either greater than 6 units, or that are located on private streets
- Industrial properties
- Private streets. Up to now the City has had an unwritten policy that if there is trash curbside (at the City's right-of-way), the refuse trucks pick it up
- Private schools

The Highway Department is seeking the Committee's recommendation on who is considered a customer and who is not. Once we have the Committee's recommendation, we can pursue the development of a strategy on how to best implement the program.

## **2. BULKY PICKUP ELIGIBILITY AND FEE STRUCTURE**

The intent of the bulky pickup program is to assist the homeowner with disposal when he is replacing or buying furniture, appliances, and other items too large to be serviced by the City refuse trucks. The Focus Group recommendation is that the average homeowner does not generally require more than two bulky pickups per year, therefore bulky pickups should be limited to two free pickups per year, per address. Each bulky pickup will be limited to a maximum of five (5) items (that are too large to fit in the City refuse trucks).

Unfortunately, the program has devolved to the state where landlords and property managers are misusing this program by emptying out the contents of multi-family apartment buildings (evictions, renters moving, etc.), and placing same in the City's right-of-way for collection.

Problems that arise for the Highway Department include the fact that the material is usually placed in the City's right of way; there is usually a very large pile; the pile generally includes goods other than furniture; and the material is usually there for days at a time.

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In summary, the bulky pickup program should be restricted as the solid waste collection program should be restricted, to dwellings with six apartments or less, and a maximum service of two free bulky pickups per year, per address. Additional bulky pickups will be charged according to a bulky fee schedule. See attachment for a preliminary bulky fee schedule.

### **3. SOLID WASTE COMPLIANCE OFFICER –Enforcement Position**

This position was developed by the Highway Department, and approved by the City's Human Resource committee. The Solid Waste Compliance Officer would be responsible for enforcing the City's solid waste regulations, including:

- General solid waste, recycling and yard waste issues in terms of placement, size of containers, day of pickup, time of set-out to curb, etc.
- Enforcing toter usage and recycling requirements for small commercial and small non-profits
- The amount and timing of bulky material set out of the streets, sidewalks and alleys, and
- Enforce the litter ordinance

Salary: \$31,678 + Benefits: \$10,100 = \$41,778. Vehicle required.

### **4. DOWNTOWN TOTER COLLECTION ZONE**

#### **a. Mandatory Toters**

This proposal has the support of In-Town Manchester. Mandatory toters would require an ordinance change.

#### **b. Recycling Service**

Corcoran Environmental Services has submitted a cost for recycling collection in the Downtown area at a frequency of once per week.

- cardboard (\$25,000),
- paper (\$25,000), and
- commingled containers (\$48,000)

We are currently working with In-Town Manchester to develop a needs assessment.

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### 5. AUGMENT SATURDAY DROP-OFF FACILITY HOURS

Current weekend Drop-Off Facility hours are for the 1<sup>st</sup> and 3<sup>rd</sup> Saturdays of the month from 7:00 am to 11:30 am. Current program cost:

5 hours @ \$59.45 = **\$297.25/** Saturday, from 7am -12pm (\$7,728.50)

To extend those hours, the total cost for an 8, 9 or 10-hour day are:

8 hours @ \$59.45 = **\$475.60/** Saturday, from 7am – 4pm (\$12,365.60/year)

9 hours @ \$59.45 = **\$535.05/** Saturday, from 8am – 5pm (\$13,911.30/year)

10 hours @ \$59.45 = **\$594.50/** Saturday, from 7am - 5pm (\$15,457.00/year)

Other pertinent and timely solid waste issues include:

### 1. MUNICIPAL SOLID WASTE TRANSFER AND DISPOSAL CONTRACT RENEWAL WITH WASTE MANAGEMENT, INC.

Please be informed that our Solid Waste disposal contract with Waste Management, Inc. is due for renewal. At this time the City is near completion of a ten-year Solid Waste contract, originally signed on June 10, 1996, and ending on June 30, 2006. This renewal would constitute our first five-year option (four five-year options available) for the Solid Waste contract. The current FY06 costs for the transfer and disposal of Municipal Solid Waste is \$62.49 per ton. Unit pricing for additional services is included as an attachment (Exhibit "B" of the existing contract). There will be a maximum 4% cap of prices for the FY07 period.

The Highway Department is in full support of the contract renewal with Waste Management for transfer and disposal of its municipal solid waste. The City currently enjoys competitive pricing and we believe it is in the City's best interest to proceed with the contract renewal. We hereby request your endorsement and recommendation to the Board of Mayor and Aldermen to extend our contract by one five-year term with Waste Management Inc. for Solid Waste disposal services.

### 2. ANTI-SCAVENGING ORDINANCE

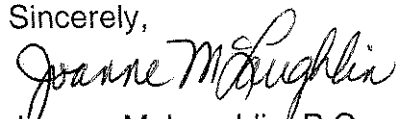
There have been multiple incidents reported of late regarding scavenging of recyclables from recycle bins placed at the curb. Does the Committee want us to pursue the development of an anti-scavenging ordinance for the City?

### 3. FREE YARD WASTE DISPOSAL AT THE DROP-OFF

We brought this issue back to the City's contractor, Corcoran Environmental, and they did provide a price for yard waste disposal for those materials brought in by residents. The price is \$145 per haul, and \$110 per ton of yard waste.

We look forward to meeting with you. Frank Thomas or I will be present at the April 25, 2006 meeting to answer any questions.

Sincerely,



Joanne McLaughlin, P.G.  
Recycling Superintendent

Attachments



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**MANCHESTER HIGHWAY DEPARTMENT  
(PRELIMINARY) SOLID WASTE FEE SCHEDULE**

**BULKY MATERIAL**

Item	Price \$	Item	Price \$
Bed frame, headboard (wood)	5	Mattress and/or box spring	10
Bookcase	5	Ottoman	5
Bureau/dresser	5	Overstuffed chair	5
Chair (kitchen/wood)	2	Picnic table	5
Console TV	5	Recliner	10
Coffee table, end table	5	Rug (rolled)	10
Couch/sofa/loveseat	10	Sleeper sofa	15
Desk (wood)	10	Table (wood)	5
Dog crate	5		

**METAL ITEMS**

Item	Price \$	Item	Price \$
Appliances with cfcs: freezer, refrigerator, air conditioner	25	Appliances without cfcs washing machine, dryer, dishwasher, stove, trash compactor, microwave, hot water heater	15
Basketball hoop	10	Lawnmower/walking *	5
Bicycle	2	Lawnmower/riding *	15
Bookcase	5	Lawn spreader	5
Bulkhead	15	Picnic table	10
Cabinet	15	Pickup cap	10
Chair	2	Roof rack	5
Desk	10	Shed (dismantled)	15
Drill press	10	Shelving	5
Exercise equipment	10	Snowblower/walking *	5
Fan	2	Stroller/carriage	5
File cabinet	5	Swing set	10
Glider	10	Table	10
Grill without tank	5	Table saw	10
Ironing board	2	Toolbox	5
Lawn chair	2		

\* Remove wheels, oil, and fuel

NO BOILERS, FURNACES OR WOOD STOVES

# *Manchester Solid Waste Report*

## *Review of Charrette and Recommendations*

*Submitted to:*



Francis C. Thomas, P.E.  
Director of Public Works  
City of Manchester  
227 Maple Street  
Manchester, NH 03103

*Prepared by:*



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## MANCHESTER SOLID WASTE REPORT SOLID WASTE FOCUS GROUP

The City of Manchester (City), through its Department of Public Works (Department), provides solid waste services to its residents and some commercial entities. The City underwent key changes in its Solid Waste Program coincident with the closure of its Landfill in 1996. At that time, the City contracted with Waste Management, Inc. (WM) for municipal solid waste disposal, and recycling and yard waste collection services. Also, the City-operated Drop-Off Facility on Dunbarton Road was constructed and opened.

In light of the fact that the WM contracts are due for renewal, the Department and its Director are reviewing the City Solid Waste Program, evaluating its past choices, and making recommendations for plotting its 21<sup>st</sup> century course. After almost a decade on its present course, the City has learned a number of lessons, both positive and negative that it wishes to incorporate into its future program.

The City currently provides a high level of comprehensive solid waste services when compared to most municipalities, and taxpayers are getting a great value for the dollars spent on its Solid Waste Program. These services include:

- ◆ Weekly curbside collection of municipal solid waste provided by the City staff. The Department has seen 5% annual increases in solid waste tonnages in the past, yet continues to provide an excellent service with the same equipment and staff resources. The City has a ten-year plus four five-year contract options (total of 30 years) with WM for solid waste transport and disposal services.
- ◆ Bi-weekly curbside collection and recycling of commingled containers, glass, aluminum, tin, plastics 1 and 2, commingled paper, and cardboard by WM. This contract expires December 2005.
- ◆ Bi-weekly and weekly seasonal curbside collection of yard waste by WM. The WM contract expires January 2006, and the last year's options currently need to be acted on (see second Immediate Implementation recommendation).
- ◆ Free bulky material collection service provided to residents by the City staff (mattresses, couches, etc.), with disposal provided by WM. There have been no limitations on these free services to date and the program is being heavily used by owners of multi-family dwellings and property managers.
- ◆ Seven day collection of refuse (all materials) in the Downtown Toter Collection Zone (see City Ordinance as Attachment A and 7 Day Downtown Toter Collection Zone Map as Attachment B).
- ◆ Metals and appliance pick up by City staff (see Fee Schedule Exhibit as Attachment C).
- ◆ Municipally-operated Drop-Off Facility services:



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- ✓ Recycling of commingled containers, commingled papers, and cardboard at no charge.
  - ✓ Disposal of bulky material, construction and demolition debris, and yard waste (\$0.075 per pound, with WM disposal).
  - ✓ Recycling of metals, appliances, propane tanks, and computers and televisions for a fee.
  - ✓ Recycling of automotive tires and batteries, and used oil at no charge.
  - ✓ Goodwill drop-off for clothing.
  - ✓ Free recycling bins.
  - ✓ Sale of totes.
  - ✓ Two annual Household Hazardous Waste Collection Events.

Operating these services for nearly a decade since the Landfill closed has provided a number of lessons learned and made it very clear that the City must clearly define its customer base to manage future costs. For this and a number of reasons, the Public Works Director convened a focused cross section of stakeholders in the City's Solid Waste Management Program, including the Director, the Deputy Director, the Solid Waste and Recycling Superintendents, two Aldermen from the Aldermanic Solid Waste and Recycling Committee, a representative from the Mayor's Office, and the City's solid waste consultant, to review its current program and make recommendations for the future of the City's Solid Waste Program.

The Solid Waste Focus Group recommends the following actions:

Immediate Implementation (by the end of FY 2005)

- Continue the residential municipal solid waste curbside collection program provided by City staff due to the high level of cost effective services provided the residents of Manchester. Long-term, environmentally safe disposal of solid waste at a reasonable price is critical to a municipality. Therefore, it is recommended to stay the course with the existing WM Transfer and Disposal Contract and to renew it in 2006 for the first of four available five-year options.
- The City should exercise its last one-year option with WM for both recycling and yard waste services. This will allow City staff an appropriate amount of time to develop an all encompassing Request for Proposals (RFP) for these services.
- A RFP should be developed for recycling and yard waste services. This procurement should request proposals to maintain the present level of services, and as an alternative, weekly collection of recyclables; and, as a further permitted alternative suggestions of ways of increasing the recycling participation rate and/or reducing solid waste costs.
- Augment Saturday Drop-off Hours by remaining open from 7:00 a.m. to 4:00 p.m., instead of the current 7:00 a. m. to 11:00 a.m., on the first and third Saturdays of the month.
- Permit toter use by small commercial establishments and small non-profit organizations. These entities will be allowed to purchase and use up to two totes provided they also recycle.



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#### Short-Term Implementation (by the end of FY 2007)

- Define a list of City customers and non-customers, similar to Attachment D, obtain Board of Mayor and Aldermen approval of this list of customers, and define a preliminary implementation schedule to conform City services to this list of customers. This list should be developed as a database that can be easily referenced and managed.
- Make the use of toters mandatory for the Downtown Toter Collection Zone (see City Ordinance as Attachment A and 7 Day Downtown Toter Collection Zone Map as Attachment B).
- A recycling program should be developed for the Downtown District. This program could initially begin by recycling cardboard and eventually transition into collecting containers of commingled recyclables. These services should be included in the RFP for recycling and yard waste services, but potentially could be initially started by utilizing existing Highway Department resources.
- Bulky waste collection of household items (furniture, etc.) will be restricted to two free pick-ups per property per year. Properties requiring additional pick-ups in any given calendar year will be charged for these services (charges will be developed). The collection of "white goods" for the established fees will continue, but the fee schedule will be periodically reevaluated. Properties will continue to have the option of bringing bulky items to the Drop-Off Facility (annual \$5 permit and \$0.075 per pound).
- Create an enforcement position(s) for solid waste oversight utilizing fees generated from the modified bulky waste collection program and/or solid waste user fees.
- Develop a proposal to provide free residential disposal of yard waste at the Drop-Off Facility. The RFP for recycling and yard waste services should consider this expanded service. Commercial businesses will continue to be charged the established fee of \$0.075 per pound.
- Move to a weekly single-stream-recycling program with collection on the same day as refuse collection. The RFP for recycling and yard waste services should consider this proposal.

#### Longer Term Implementation

- Develop and implement a user fee for solid waste collection and disposal services. Integrate the use of toters into a "Pay-As-You-Throw" program.
- With the customer base established under the "Short-Term Implementation" recommendations, define an implementation plan to address the customer list identified in Attachment D. Implementation of this proposal may raise the greatest concerns due to a loss of an existing service. Therefore, there may be a need to assist in defining dumpster locations and/or arranging for private sector services for residential properties over six units.



- Continue to review and evaluate integration of customer friendly waste reduction strategies into the City's Solid Waste Program. Industry trends will continue to be in the direction of increased disposal costs and reduction/reuse/recycling innovations. The City must continue to be in front of these trends.

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## SOLID WASTE FOCUS GROUP

- ♦ Frank Thomas, P.E., Public Works Director
- ♦ Kevin Sheppard, P.E., Deputy Public Works Director
- ♦ Robert Neveu, Solid Waste Superintendent
- ♦ Joanne McLaughlin, P.G., Recycling Coordinator/Superintendent
- ♦ Armand Forest, Alderman Ward 12, Chairman of City Solid Waste and Recycling Committee
- ♦ Mark Roy, Alderman Ward 1, Solid Waste and Recycling Committee
- ♦ Mike Colby, Assistant to the Mayor
- ♦ Ken Rhodes, P.E., City Solid Waste Consultant, CLD Engineering/Discussion Moderator



## Manchester, NH Code of Ordinances

**§ 91.62 REGULATIONS AUTHORIZED.**

The Public Works Director and the Health Officer are hereby authorized to promulgate such rules and regulations as may be necessary and convenient to effectuate the purposes and requirements of this chapter.

(Ord. passed 4-16-02)

**§ 91.63 DEFINITIONS.**

For the purpose of this chapter, the following definitions shall apply unless the context clearly indicates or requires a different meaning.

**AUTHORIZED PRIVATE RECEPTACLE.** Litter storage and collection receptacle as required and authorized by this chapter.

**DOWNTOWN TOTOR COLLECTION ZONE.** An area bounded by Dow Street and Myrtle Street at the north, Lake Avenue and West Auburn Street at the south, Chestnut Street at the east and Hampshire Lane at the west.

**DUMPSTER.** A large sturdy metal container, with a capacity exceeding two cubic yards, for the collection of rubbish or garbage, designed to be emptied or transported to a dump by a specially designed truck.

**GARBAGE.** All putrescible waste material including, but not limited to, wastes resulting from the handling, preparation, cooking and consumption of food. GARBAGE shall not include market, industrial, yard, hazardous, infectious, and/or radioactive waste.

**HEALTH AUTHORITY.** The Health Officer of the city or his designated representatives.

**LITTER.** Garbage and rubbish as defined herein and all other waste material.

**MULTI-FAMILY DWELLING.** Any building or structure used and occupied for human habitation or intended to be so used which contains more than two suites of one or more rooms each suite having facilities for regular cooking.

**PARK.** Any park, reservation, playground, beach, recreation center or other public area owned or used by the city and devoted to active or passive recreation.

**PRIVATE PREMISES.** Any dwelling, house, building, or other structure designed or used, either wholly or in part, for private purposes and regardless of whether or not the premises are inhabited or temporarily or continuously vacant. Such premises shall include any yard, grounds, walk, driveway, porch, steps, vestibule, or mailbox belonging or appurtenant thereto.

**PUBLIC PLACE.** Any public building, park, square, space, grounds, street, sidewalk, boulevard, alley or other public way.

**RUBBISH.** All nonputrescible waste material including, but not limited to, paper, cigarettes, cardboard,



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## ATTACHMENT D LIST OF CUSTOMERS AND NON-CUSTOMERS

### Solid Waste Program Customers

- ✓ Single-Family Residential
- ✓ Multifamily Residential, Small (6 units or less)
- ✓ Commercial Properties, Small (limited by two toters and controlled recycling)
- ✓ City Buildings
- ✓ Churches, Small (limited by two toters and controlled recycling)

### Solid Waste Program Non-Customers

- ✓ Multifamily Residential, Large (greater than 6 units)
- ✓ Commercial Properties, Large
- ✓ Industrial Properties
- ✓ School Properties
- ✓ Private Streets (see Note 1)
- ✓ Private Schools
- ✓ Manchester Housing Authority (MHA) Properties (see Note 2)

Note 1: After discussion, it was agreed that private streets really are a subcategory of the residential component of the program. Single and multifamily condominiums should be reviewed in light of the six-unit dividing line.

Note 2: Similar to private streets, MHA properties should be reviewed in light of the overall residential rules.

